

Message Text

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ACTION EUR-25

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FM USMISSION NATO

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AMEMBASSY BONN

USNMR SHAPE

USCINCEUR

S E C R E T USNATO 4801

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MBFR: SUGGESTED TEXT ON PRE-REDUCTION MEASURES

REF: USNATO 4786

1. AS REPORTED REFTTEL, MISSION HAS WORKED WITH FRG DELEGATION HERE TO RESOLVE DIFFICULTIES CREATED BY INTRODUCTION AT OCTOBER 8 NAC AND FRG AMENDMENTS TO PARAGRAPH ON PRE-REDUCTION STABILIZING MEASURES (PARA 23). FRG DEL ORGANIZED A MEETING ON OCTOBER 9 ATTENDED BY BONN MBFR EXPERT RUTH, MISSION OFFICER, AND FRG DELOFF RANTZAU. RUTH MADE POINTS REPORTED IN BONN 14550 AND RESTATED STRONG FRG DESIRE TO AVOID ANY LANGUAGE WHICH WOULD APPEAR TO PUT HEAVY LINES AROUND NATO GUIDELINES AREA. HE ARGUED THAT TERMS "RELATED TO" AND "PRIMARILY" HELPED TO PROTECT THIS GERMAN POSITION. MISSION OFFICER RESTATED U.S. CONCERNS OVER ANY EXPANSION OF GEOGRAPHIC AREA, WHICH WAS THE BASIS OF OUR OPPOSITION TO NEW FRG LANGUAGE.

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2. FURTHER DISCUSSION REVEALED DIFFICULTY OF ADDRESSING AREA OF APPLICATION QUESTION IN THREE SEPARATE PLACES IN PARA 23. IT WAS DECIDED TO DEVELOP A SINGLE SENTENCE, LOCATED AFTER THE LIST OF MEASURES,

WHICH WOULD SET FORTH CLEARLY BOTH THE U.S. VIEW AND THE GERMAN VIEW ON AREA. THUS THE PHRASING ABOUT AREA IN THE FIRST SENTENCE WAS DROPPED AND THE NEW FOURTH SENTENCE WOULD APPEAR IN COMBINATION WITH THE FINAL FRG SENTENCE. THE MAJOR DIFFICULTY AROSE FROM RANTZAU'S INSISTENCE ON DROPPING "ONLY" FROM U.S. SENTENCE, SINCE THIS ADDED TO HIGHLY RESTRICTIVE CHARACTER OF U.S. FORMULATION, BUT HE EVENTUALLY AGREED TO LEAVE IT IN.

3. THE FORMULATION TENTATIVELY AGREED UPON WAS AS FOLLOWS:

"THESE MEASURES WOULD BE PUT FORWARD, IN THE FIRST INSTANCE, AS APPLYING ONLY TO MOVEMENTS INTO AND ACTIVITIES WITHIN THE NATO GUIDELINES AREA, ALTHOUGH THE POSSIBILITY OF APPLYING SUCH MEASURES TO FORCES IN SPECIFIED AREAS OUTSIDE OF THE NATO GUIDELINES AREA IS NOT EXCLUDED."

4. RUTH AND RANTZAU BELIEVED THAT BONN WOULD ACCEPT THIS PROPOSED REVISION. IF WASHINGTON ALSO ACCEPTS IT, NEW TEXT FOR PARA 23 WOULD READ AS FOLLOWS:

" PRE-REDUCTION STABILIZING MEASURES AIMED AT BUILDING CONFIDENCE BY REDUCING THE RISK OF MISUNDERSTANDINGS AN AMBIGUOUS MILITARY ACTIVITY. SUCH CONSTRAINTS SHOULD BE DESIGNED IN SUCH A WAY AS NOT TO GIVE THE SOVIETS THE MEANS FOR INTERFERENCE IN WESTERN EUROPEAN DEFENSE AND FOREIGN POLICIES. THESE CONSTRAINTS WOULD OF NECESSITY BE APPLIED TO SPECIFIC FORCES IN RELATION TO SPECIFIC TERRITORIES; THEIR FORMULATION SHOULD, HOWEVER, BE FOCUSED ON FORCES RATHER THAN TERRITORIES (1). SUBJECT TO FURTHER URGENT EXAMINATION IN THE ALLIANCE (2) AND TO THE CONSIDERATIONS SET OUT IN PARAGRAPHS 14 AND 17 ABOVE, THE ALLIES WILL SEEK AGREEMENT PRIOR TO REDUCTIONS ON THE FOLLOWING MEASURES:
(I) PRE-ANNOUNCEMENT OF MOVEMENTS OF US AND SOVIET FORCES INTO THE AREA INCLUDING ROTATIONS;

(II) PRE-ANNOUNCEMENT OF MAJOR EXERCISES BY ALL FORCES IN THE AREA;
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(III) LIMITS ON SIZE, LOCATIONS, NUMBER AND DURATION OF MAJOR EXERCISES BY ALL FORCES IN THE AREA;

(IV) EXCHANGE OF OBSERVERS AT MAJOR EXERCISES BY ALL FORCES IN THE AREA.

THESE MEASURES WOULD BE PUT FORWARD, IN THE FIRST INSTANCE, AS APPLYING ONLY TO MOVEMENTS INTO AND ACTIVITIES WITHIN THE NATO GUIDELINES AREA, ALTHOUGH THE POSSIBILITY OF APPLYING SUCH MEASURES TO FORCES IN SPECIFIED AREAS OUTSIDE OF THE NATO GUIDELINES AREA IS NOT EXCLUDED.

FOOTNOTE (1) THESE CONSIDERATIONS APPLY EQUALLY TO PARAGRAPH 29

FOOTNOTE (2) THIS SHOULD INCLUDE CONSIDERATION OF PROBLEMS WHICH WOULD ARISE FROM THE APPLICATION OF THE MEASURES SET OUT IN (II) AND (IV) TO NATO FORCES OTHER THAN US FORCES IN THE AREA. ONE DELEGATION HAS EXPRESSED PARTICULAR RESERVATIONS TO THE MEASURES IN (III).

5. COMMENT: MISSION RECOMMENDS ACCEPTANCE OF THIS REVISED TEXT. TIT DELETES TERMS "RELATED TO" AND "PRIMARILY". IT ALSO STATES U.S. APPROACH AS A REQUIREMENT ("WOULD BE PUT FORWARD") WHILE LEAVING TO THE FRG ONLY THE "POSSIBILITY" OF APPLYING MEASURES TO WIDER AREA. FINALLY, THIS IS ONLY REMAINING BRACKETED PASSAGE IN ENTIRE MBFR PAPER AND U.S.-FRG AGREEMENT ON THIS TEXT WOULD CLEAR THE WAY TO COUNCIL ENDORSEMENT OF ALLIANCE POSITION ON MBFR. REQUEST GUIDANCE, IN TIME FOR OCTOBER 10 NAC MEETING.
RUMSFELD

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